



CITY OF HAYWARD AGENDA REPORT

Planning Commission
Meeting Date 11/18/99
Agenda Item 1

TO: PLANNING COMMISSION

FROM: Arlynne J. Camire, Associate Planner

SUBJECT: Zone Change Application No. 99-190-03 - Bruce Creager of Barghausen Consulting Engineers for Costco Wholesale (Applicant) / The Price Club Company DBA Costco Wholesale (Owner) - Request to construct a self-serve gas station for Costco members.

The project would be located at 22330 Hathaway Avenue on the southern portion of the Costco Business Center site, bound by West A Street and Hathaway Avenue.

RECOMMENDATION:

Staff recommends that the Planning Commission deny the amendment to the Planned Development District subject to the attached findings.

DISCUSSION:

Background

The approximately 11-acre Costco Business Center parcel is developed with a 105,000 square-foot membership warehouse/retail center, an 8,650 square-foot tire center building which is not open for business, and a parking lot containing 678 stalls. Zone Change No. 99-190-03 is a request to modify the Planned Development zoning district to construct a self-serve cardlock gasoline fueling facility as an accessory use to the Costco Business Center.

North of the site is the warehouse parcel that is occupied by Shurgard Storage To Go. The surrounding land uses located to the northeast and east on the opposite side of the Southern Pacific Railroad include manufacturing and mixed industrial. Commercial uses are located on the westerly side of Meekland Avenue that is located in the County. To the south and southeast across West A Street is a mixture of single-family dwellings in the Single Family Residential (RS) District and industrial uses east of Amador Street in the Industrial District. Across Hathaway Avenue, to the west, is a mix of single family dwellings and commercial development lying within the County.

On August 2, 1983, the General Policies Plan Map land use designation was changed from Industrial to Commercial and the zoning district was changed from Industrial to Planned Development to develop the property with a semi-public warehouse operation permitting direct

retail sales to the public and businesses. In 1986, the General Policies Plan Map land use designation was changed from Commercial to Mixed Industrial. The policy recognized this site (along with other similar parcels located in the vicinity) to be developed, as appropriate, with commercial uses, residential uses, or planned development with mixed uses to be compatible to adjacent residential and commercial areas. At the time that the Costco Business Center, tire center and retail shops were approved, it was viewed as being consistent with the policy.

Project Description

The applicant proposes to construct a fuel pump canopy which would shelter three fuel pump islands with 6 multi-product dispensers for a total of 12 fueling positions. The design of the canopy is consistent with the architectural detailing of the warehouse building. In addition, a 48-square-foot controller enclosure that houses the main power sub-panel and the electronic monitoring equipment will be constructed. Each gasoline pump would be equipped with a membership card reader and pay point system. Three 20,000-gallon underground fuel storage tanks and piping, and a monitoring system would be installed. The conceptual landscape plan indicates the addition of 2,400 square feet of landscaping in planters that would separate the canopy and 6 lanes of travel from the parking stalls located west of the Costco Business Center. The project would be limited to a 26,800 square-foot area at the southwest corner on the Costco site.

Parking, Traffic Circulation and Traffic Generation

The Costco Business Center, the tire center and the canopy require 437 parking spaces including 9 parking spaces for persons with physical disabilities. Six hundred twenty-four (624)-parking spaces are proposed, including 11 spaces for persons with disabilities. The gas station requires a minimum of 3 parking spaces. The construction of the project will displace 54 parking spaces of the existing 678 parking spaces. The parking to be provided meets parking requirements to serve the Costco Business Center, the gas station and the tire center.

According to The Price Company/Costco Wholesale, Costco Business Centers traditionally have lower sales volumes than those of typical Costco warehouses, accordingly less traffic is generated for the Costco Business Centers. Therefore, traffic generation for this project is anticipated to be minimal. In general, the applicant's traffic study concluded that since the facility is for members only there would be a large number of captured trips (i.e. a trip to the Costco Business Center is the primary trip and the members would happen to fuel their vehicles while they are there). Therefore, staff concurs with the finding of the applicant's traffic consultant that the proposed gasoline facility would not have a significant impact on traffic circulation on Hathaway Avenue and West A Street. In addition staff also believes that there would not be a significant impact on the adjacent residential neighborhoods.

General Policies Plan and Redevelopment Plan

On November 15, 1999, staff will meet with the Council Downtown Committee to discuss a planning process for Growth Management change areas in the Expanded Redevelopment Area (Attachment C.). The planning process is proposed include the development of a land use concept plan for the change areas. The focus is on transition areas that include the older industrial areas west of the Downtown BART Station and the Cannery Area. The subject site is included in the proposed planning process as it is located within the Cannery Growth Management Change Area.

Piecemeal development typically does not result in ideal integration of land uses and access improvements. These large, relatively underutilized parcels in the center of Hayward merit careful planning. Therefore, in staff's opinion, it is premature to approve a proposal that might preclude the opportunity for integrated, large-scale development that may be incompatible with future plans for the area.

A goal of the Growth Management Element of the General Plan is to evaluate the feasibility of the expansion of the Cannery Area as an employment center. Additional goals of this Element include the adaptation of warehouse buildings to smaller spaces for offices, start-up businesses and R&D firms, and development of commercial supporting uses for the Cannery Area and the offices on the west side of the Southern Pacific Rail Road tracks.

The Economic Development Element of the General Policies Plan requires that *future development be compatible with adjacent residential and commercial areas*. To assure compatibility, a policy of this Element states: *Attractive, successful commercial centers will be fostered in land use decisions*. Strategies include: *Provide new commercial centers as indicated by growth, need for special use commercial districts or the lack of neighborhood convenience centers and Consider mixed-use zoning which would encourage combination of commercial frontage with new residential development*.

Furthermore, The Santa Clara Plan *recognizes the existing industrial uses within the Cannery Area as employment generators. Also, anticipate and plan for potential reuse of this area which, 1) meets Hayward's needs from an economic development standpoint, 2) respects and is sensitive to the existing neighborhood, and 3) which is consistent with those provisions found within the City's General Policies Plan and Growth Management Element*

Should the zone change be approved, the Costco fueling station has the potential to be separated from the larger parcel and operated as an independent gas station. Location on this prominent corner at West A and Hathaway would be contrary to the Amended Downtown Hayward Redevelopment Plan goal of *planning new development for consistency of image and improving project design*. There are several gasoline service stations located on A Street and West A Street that currently serve local residents and commuters; therefore the addition of a gasoline facility to this site would not fulfill an unmet neighborhood service or retail need (Attachment D.)

The policies and strategies of the Economic Development Element encourage the use of parcels in a manner that is consistent with the Amended Downtown Hayward Redevelopment Plan. The Redevelopment Plan recognizes that there is a lack of necessary commercial facilities that are normally found in neighborhoods, including grocery stores, drugstores, and banks. Therefore, staff believes that the proposed project is not representative of the type of retail uses that were originally approved for this site and the project does not represent the type of retail that is compatible with the objectives and goals of not only the Downtown Redevelopment Plan, but the Growth Management Element, the Economic Development Element and the Santa Clara Neighborhood Plan.

ENVIRONMENTAL REVIEW:

The project has been reviewed according to the standards and requirements of the California Environmental Quality Act (CEQA) and an Initial Study Checklist was prepared for the project. Staff has received one letter from an adjacent resident who was concerned about traffic generation and its potential impact on her neighborhood (Attachment E.)

PUBLIC HEARING NOTICE:

On October 15, 1999, a Notice of Public Hearing and Notice of Preparation of the Negative Declaration was mailed to every property owner and occupant within 300 feet of the property as noted on the latest assessor's records, as well as to all property owners in the neighborhood, and to all parties having previously expressed an interest in this project. The notice was also published once in the Daily Review on October 15, 1999.

This item was continued from the Planning Commission meeting of November 4, 1999 to the meeting of November 18, 1999.

CONCLUSION:

Although, the Costco gasoline fueling facility is consistent with the City's General Policies Plan Land Use Element provisions for Mixed Use Designation, it is not consistent with the goals and objectives of the Economic Development Element in that the project is not the type of commercial use that is appropriate for this site because it does not fulfil an unmet need for a service that is currently lacking. In addition, it is not consistent with the goals and objectives of the Downtown Redevelopment Plan to plan *new development for consistency of image and improving project design* in that it is a use that would inhibit future development potential and it may result in an economic underutilization of the site.

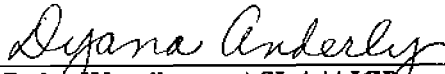
If the Planning Commission is inclined to approve the project, staff should be directed to bring back findings for approval, conditions of approval, and appropriate environmental documents.

Prepared by:



Arlynn J. Camire, AICP
Associate Planner

Recommended by:



for Cathy Woodbury, ASLA/AICP
Landscape Architect/Principal Planner

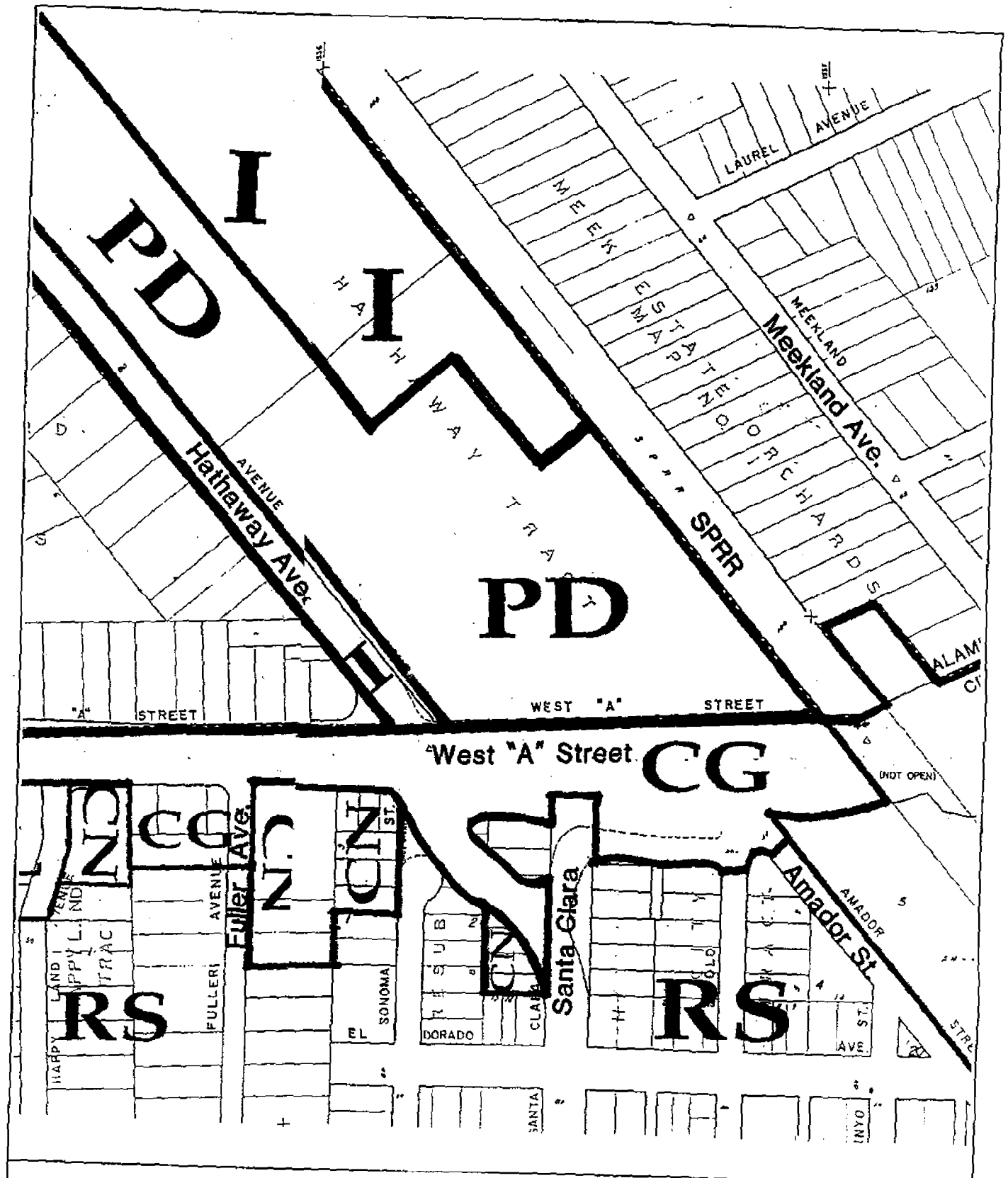
Attachments

- A. Findings for Denial
- B. Area and Zoning Map
- C. Expanded Redevelopment Area Map
- D. Existing Gasoline Service Stations Map
- E. Letter dated August 31, 1999 from a resident on Hathaway Avenue
Plans and Elevations

FINDINGS FOR DENIAL
Planned Development District No. 99-190-03
Bruce Creager/Barghausen Consulting Engineers/Costco Wholesale (Applicant)
The Price Company DBA Costco Wholesale (Owner)

Based on the staff report and the public hearing record:

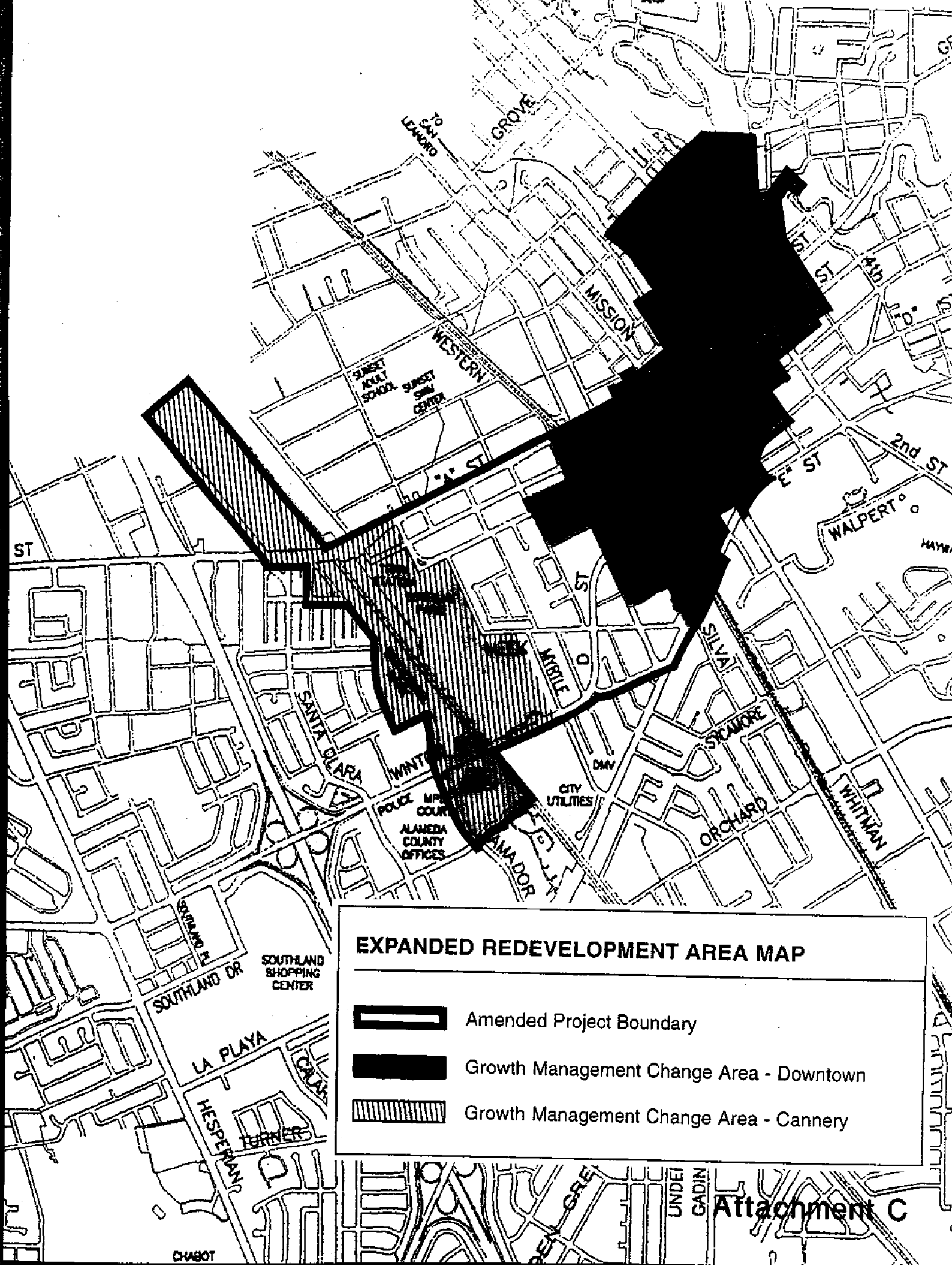
- A. The project is not in conformance with the General Policies Plan Map designation of Mixed Industrial. It has been determined that the fueling facility would not be compatible with the surrounding uses. In addition, the project is not in conformance with the Growth Management and Economic Development Elements of the General Policies Plan. Furthermore, the project is not in conformance with the Santa Clara Neighborhood Plan and the Amended Downtown Hayward Redevelopment Plan in that, the use is not compatible to the goals and objectives of these Elements and Plans which urge the development of supporting uses and services lacking in the Plan area and does not meet the needs from an economic development standpoint.
- B. The development will not provide a use that will be in conformity with applicable performance standards, will not be appropriate in size, location and overall planning for the purpose intended, will not create an environment of sustained desirability and stability through the design and development standards, and may have adverse effect upon surrounding residential, commercial and industrial development in that the proposed use is not needed at this location as required by the Amended Downtown Hayward Redevelopment Plan.






ZONING/AREA MAP ■ ZC 99-190-03

Bruce Creager (Applicant) ■ The Price Co. DBA Costco Wholesale (Owner)
 22330 Hathaway Ave. (NEC Hathaway and "A" Street)

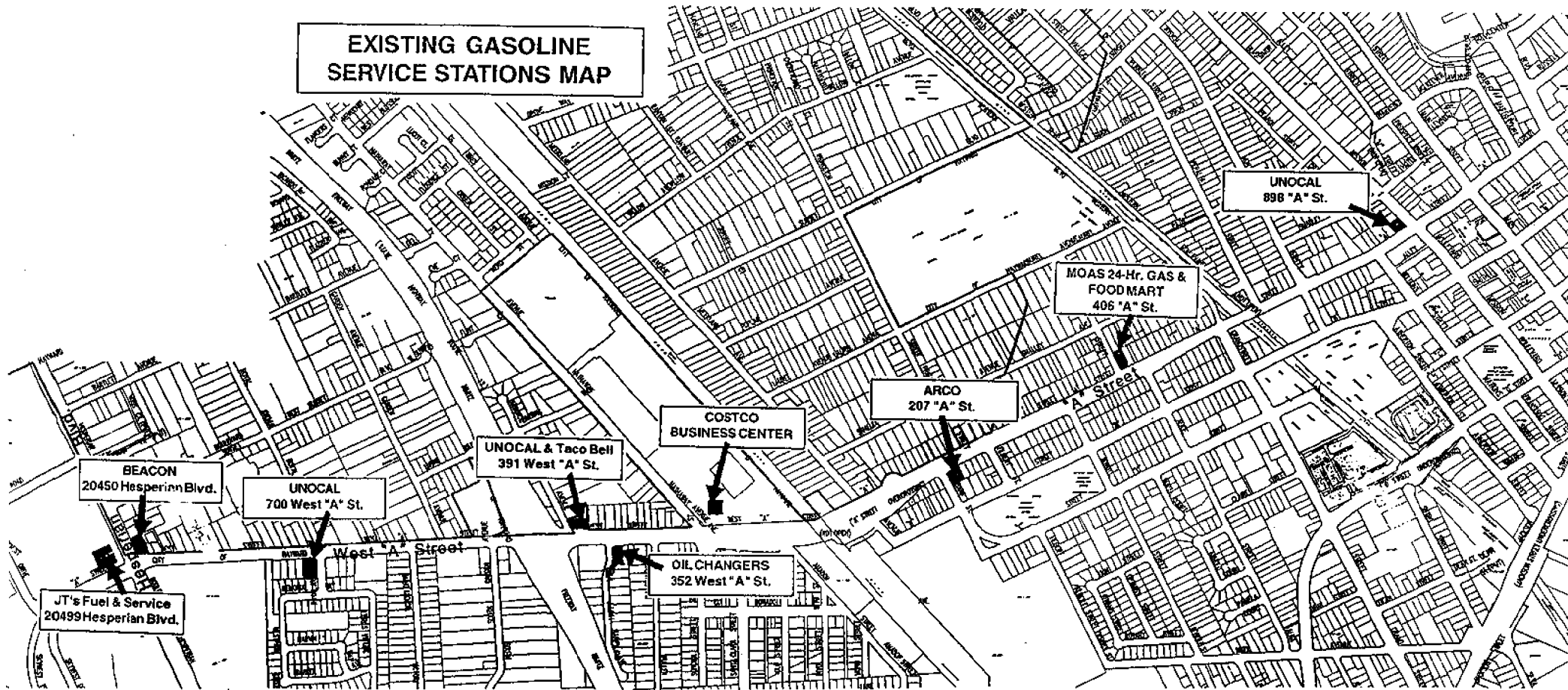
Attachment B



EXPANDED REDEVELOPMENT AREA MAP

-  Amended Project Boundary
-  Growth Management Change Area - Downtown
-  Growth Management Change Area - Cannery

**EXISTING GASOLINE
SERVICE STATIONS MAP**



RECEIVED

SEP 01 1999

Aug. 31, 1999

PLANNING DIVISION

Camire, Assoc. Planner
Planning Div.

I am responding to your notification of Costco application for a zone change at 22330 Hattaway Ave. I reside at 22123 Hattaway Ave., directly across the street from the old Cannery / Price Club parking area.

I am infuriated with the thought of added traffic to our already over traffic burdened street. Our truck traffic has at least doubled over the last two or three years. Resulting in more noise, debris, dirt (constant gut wear & tear on our street and manholes our drive ways etc. because of missed U turns around the island on exiting either of the two Costco entrance-exits to return to A St.

We already have two service stations within a short block distance either West or East on A St., very very close proximity!

There is no truck traffic on Santa Clara Ave. (not allowed) but increased routing on Hattaway Ave. You have done us no favors with four restaurants in a very short square block distance, constant garbage to say nothing of increased foot traffic so we have a hard time

Attachment E

knowing who lives in the area ^{and} therefore
never feeling safe and or secure. Also,
many of the foot traffic are searching
for the So. Alameda Co. multi service facility.
Right now we have no sidewalks;
parking allowed on our side of the street
but "No Parking" on the other side; I
have no drainage during the winter
months with standing water almost all
winter.

If I have a problem in the street,
I call the City, from the sidewalk, if we
had them. I call back to our property
line, I call the County. We are not step-
children, we are foster children lost
in your greedy need for tax revenue.
In the past ten years we haven't had
a permanent mail carrier, we are a very
isolated area within a very over-devel-
oped use of land between City and County
and not belonging to either.

With your help!

Just Paying Taxes
Alice C. Whiteman